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LAWRENCE G. WASDEN ATTORNEY GENERAL STATE OF IDAHO AUG 1 4 2008

J. DAVID NAVARRO, Clerk By A. GARDEN DEPUTY

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Attorneys for the State of Idaho

IN THE DISTRICT COURT OF THE FOURTH JUDICIAL DISTRICT OF THE STATE OF IDAHO, IN AND FOR THE COUNTY OF ADA

STATE OF IDAHO by and through LAWRENCE G. WASDEN, Attorney General, and the IDAHO STATE TAX COMMISSION,	Case No.	CV	0815228	1
Plaintiffs,	VERIFIE COMPLA			
NATIVE WHOLESALE SUPPLY COMPANY, a corporation, and Does 1 through 20,  Defendant.				

## BACKGROUND—Applicable Idaho Tobacco Laws

- 1. In 1999, the Idaho Legislature found that cigarette smoking presents serious public health concerns to the State of Idaho and to Idaho citizens. Idaho Code § 39-7801(a). Indeed, the Legislature has determined that "[t]obacco is the number one killer in Idaho causing more deaths by far than alcohol, illegal drugs, car crashes, homicides, suicides, fires and AIDS combined," and that tobacco usage is "the single most preventable cause of death and disability in Idaho." Idaho Code § 39-5701.
- 2. Noting that the Surgeon General of the United States has also determined that smoking causes lung cancer, heart disease and other serious diseases, the Idaho Legislature

found that cigarette smoking presents serious financial concerns for the State of Idaho. Under certain health-care programs, the State may have a legal obligation to provide medical assistance to eligible persons for health conditions associated with cigarette smoking, and those persons may have a legal entitlement to receive such medical assistance. Idaho Code § 39-7801 (a) and (b). Under these programs, the Legislature found, the State pays millions of dollars each year to provide medical assistance to persons for health conditions associated with cigarette smoking. Idaho Code § 39-7801(c).

- 3. The Legislature further determined that the financial burdens imposed on the State by cigarette smoking should be borne by tobacco product manufacturers, rather than by the State, to the extent that such manufacturers either determine to enter into settlement agreements with the State or are found culpable by the courts. Idaho Code § 39-7801(d).
- 4. On November 23, 1998, leading United States tobacco product manufacturers entered into a settlement agreement, entitled the "Master Settlement Agreement," with the State of Idaho. The Master Settlement Agreement obligates these manufacturers to pay substantial sums to the State (tied in part to their volume of sales); to fund a national foundation devoted to the pursuit of public health interests; and to make substantial changes in their advertising and marketing practices and corporate culture with the intention of reducing underage smoking. Idaho Code § 39-7801(e).
- 5. Promptly thereafter, the Idaho Legislature declared that it would be contrary to the policy of the State of Idaho if tobacco product manufacturers could determine not to enter into such a settlement agreement (nonparticipating tobacco product manufacturers) and thereby use the resulting cost advantage to derive large profits in the years before liability may arise, without ensuring that the State will have an eventual source of recovery from them if they are proven to have acted culpably. This legislative determination was driven, in part, by the fact that many diseases caused by tobacco usage often do not appear until many years after the affected individual begins smoking. Idaho Code § 39-7801(a) and (f).

- 6. The Idaho Legislature thus determined that it is in the interest of the State of Idaho to require that nonparticipating tobacco product manufacturers establish a reserve fund to guarantee a source of compensation and to prevent such manufacturers from deriving large, short-term profits and then becoming judgment-proof before liability may arise. Idaho Code § 39-7801(f).
- Accordingly, shortly after the Master Settlement Agreement was signed, the Idaho Legislature passed the Idaho Tobacco Master Settlement Agreement Act (the Master Settlement Agreement Act). In essence, the Master Settlement Agreement Act requires "tobacco product manufacturers" to either: (1) "[b]ecome a participating manufacturer (as that term is defined in Section II(jj) of the Master Settlement Agreement) and generally perform its financial obligations under the Master Settlement Agreement," or (2) place into a qualified escrow fund the amounts required by Idaho Code Section 39-7803(b)(1) of the Master Settlement Agreement Act.
- 8. In 2003, the Idaho Legislature decided that violations of the Master Settlement Agreement Act threatened not only the integrity of Idaho's agreement with the tobacco companies, but also the fiscal soundness of the state and public health and responded with procedural enhancements to help prevent such violations through adoption of the Idaho Tobacco Master Settlement Agreement Complementary Act (the Complementary Act), codified at Title 39, Chapter 84, Idaho Code. Idaho Code § 39-8401. Idaho Code Section 39-8403(3) of the Complementary Act, in part, makes it unlawful for any person to sell, offer or possess, acquire, hold, own, import, or cause to import for sale or distribution in Idaho cigarettes of a tobacco product manufacturer or brand family not included on Idaho's Directory of Compliant Tobacco Product Manufacturers and Brand Families (Idaho Compliant Tobacco Manufacturer Directory).
- 9. At all relevant times, the Idaho Legislature has required any person who sells cigarettes to another wholesaler or to retailers for the purpose of resale to obtain from the Idaho State Tax Commission a cigarette permit, pursuant to Title 63, Chapter 25, Idaho Code.

10. Idaho law also provides that violations of the Complementary Act also constitute unfair trade practices in violation of the Idaho Consumer Protection Act (Consumer Protection Act). Idaho Code § 39-8406(5).

## **BACKGROUND—Native Wholesale Supply Company Violations**

- 11. This lawsuit is being filed because Defendant Native Wholesale Supply Company (Native Wholesale) has sold millions of cigarettes in violation of the Idaho laws mentioned above. Despite having been warned in writing of these multiple and various violations of Idaho law, Native Wholesale has continued to ignore and act in defiance of these laws. These unlawful actions, spelled out below, undermine and undercut the Idaho Legislature's stated goals and concerns with respect to tobacco sales and usage.
- 12. Specifically, since January 2004, Native Wholesale has sold at wholesale over 90 million cigarettes to retailers in Idaho without obtaining the permit required by Idaho's cigarette tax laws in chapter 25, Title 63, Idaho Code.
- 13. Furthermore, all of these cigarette sales are of brand families and of manufacturers that are not and have never been on the Idaho Compliant Tobacco Manufacturer Directory.
- 14. Given Native Wholesale's decision to continue to sell cigarettes in violation of Idaho law after having been apprised in writing of the Idaho laws being violated, Native Wholesale will continue to violate Idaho law and undermine Idaho's stated goals and policies related to tobacco usage and sales until it is stopped and deterred.
- 15. Native Wholesale's actions also violate an injunction issued by the District Court in and for the Fourth Judicial District, Ada County, that enjoins Canadian tobacco products manufacturer Grand River Enterprises Six Nations (Grand River) from selling any cigarettes in Idaho "whether directly or through a distributor, retailer or similar intermediary or intermediaries," because with knowledge of this injunction Native Wholesale has acted as an

agent or intermediary for Grand River and aided and abetted Grand River in the sale of cigarettes in Idaho.

### JURISDICTION—Subject Matter Jurisdiction

16. This Court has subject matter jurisdiction over the parties and this matter pursuant to the Complementary Act, the Consumer Protection Act, and the cigarette tax laws in chapter 25, Title 63, Idaho Code.

#### JURISDICTION—Personal Jurisdiction

- 17. Pursuant to Idaho Code Section 5-514, the Complementary Act, the Consumer Protection Act, and the cigarette tax laws in chapter 25, Title 63, Idaho Code, this Court has personal jurisdiction over Defendant Native Wholesale.
- 18. Specifically, for purposes of Idaho Code Section 5-514, Defendant Native Wholesale is a corporation that has sold, offered for sale, imported, caused to be imported, and profited from the sale of, over 90 million cigarettes to persons within the state of Idaho, thus transacting business within this State and purposely and voluntarily availing itself of the privilege of conducting activities within the state of Idaho.
- 19. For purposes of the Complementary Act, Defendant Native Wholesale is a person that has sold or offered for sale over 90 million cigarettes of tobacco product manufacturers or brand families not included on Idaho's Compliant Tobacco Manufacturer Directory.
- 20. For purposes of the Consumer Protection Act, Defendant Native Wholesale is a person that has engaged in trade and commerce and committed acts declared by Idaho law to constitute unfair and deceptive trade practices under the Consumer Protection Act.
- 21. For purposes of the cigarette tax laws in chapter 25, Title 63, Idaho Code, Defendant Native Wholesale has sold, or distributed for sale, over 90 million cigarettes at wholesale to Idaho retailers.

#### **PARTIES**

- 22. Lawrence G. Wasden is the Attorney General of the State of Idaho. He is authorized, and has the duty, pursuant to Idaho Code Sections 39-8406, and 39-8407 of the Complementary Act, to investigate and prosecute violations of the Act on behalf of the State of Idaho. Violations of the Complementary Act are also deemed unfair trade practices under the Consumer Protection Act. Idaho Code § 38-8406(5). Attorney General Wasden is authorized, and has the duty, pursuant to Idaho Code Section 48-606, to enforce the terms of the Consumer Protection Act.
- 23. The Idaho State Tax Commission, established by Idaho Code Section 63-101(2), is the constitutional tax commission prescribed in section 12, article VII of the constitution of the State of Idaho. It is authorized, and has the duty, pursuant to Idaho Code Sections 63-105 and 63-2519 to investigate, prosecute and enjoin violations of the cigarette tax laws in chapter 25, Title 63, Idaho Code.
- 24. Upon information and belief, Defendant Native Wholesale is a closely held corporation chartered by the Sac and Fox Tribe of Oklahoma. Native Wholesale has its principal place of business in the state of New York.
- 25. The true names and capacities of defendants sued in this Verified Complaint under the fictitious names of Does 1 through 20 are unknown to the Plaintiffs at this time. Plaintiffs will amend this Verified Complaint to show the true names of each when this has been ascertained. Defendants sued herein as Does 1 through 20 are, at all relevant times, engaged with Defendant Native Wholesale in the activities and conduct complained of in this Verified Complaint.
- 26. Whenever reference is made in this Verified Complaint to any act of Defendant Native Wholesale, such allegations shall mean Native Wholesale, through its agents, employees, or representatives, did or authorized such acts while actively engaged in the management, direction or control of the affairs of Native Wholesale's cigarette importing and wholesale business while acting within the scope and course of their duties.

#### **VENUE**

27. Because Defendant Native Wholesale is a non-resident of the State of Idaho, venue is proper in this Court pursuant to Idaho Code Section 5-404 and Idaho Code Section 48-606(2) of the Consumer Protection Act.

## VIOLATIONS OF IDAHO LAW—Complementary Act

- 28. Since at least January 1, 2004, Defendant Native Wholesale has acquired, held, owned, possessed, transported, imported and/or caused to be imported for sale and distribution in Idaho large numbers of cigarettes. None of the cigarettes sold nor the cigarette's manufacturer has ever been listed on the Idaho Compliant Tobacco Manufacturer Directory.
- 29. Specifically, Defendant Native Wholesale acquired, held, owned, possessed, transported, imported and/or caused to be imported for sale and distribution in Idaho Seneca and Opal brand family cigarettes manufactured by Grand River. The cigarettes at issue were shipped, imported, or caused to be imported from the Nevada International Trade Corporation, a Foreign Trade Zone located in Las Vegas, Nevada, and sold to retail outlets located in the State of Idaho for sale in Idaho.
- 30. During the past four calendar years, Defendant Native Wholesale acquired, held, owned, possessed, transported, imported and/or caused to be imported for sale and distribution in Idaho to Idaho retailers at least the following amounts of Seneca and Opal brand cigarettes manufactured by Grand River:

2004: 24,650,000

2005: 18,258,000

2006: 21,270,000

2007: 20,932,000

2008 to date: 5,836,000

31. Since the inception of the Idaho Compliant Tobacco Manufacturer Directory in 2003, the Seneca brand of cigarettes has never been listed in the Directory.

- 32. Since the inception of the Idaho Compliant Tobacco Manufacturer Directory in 2003, the Opal brand of cigarettes has never been listed in the Directory.
- 33. Since the inception of the Idaho Compliant Tobacco Manufacturer Directory in 2003, Grand River, the manufacturer of the Seneca and Opal cigarettes brands, has never been listed in the Directory.
- 34. By its foregoing actions, Defendant Native Wholesale has violated Idaho Code Section 39-8403(3)(c) of the Complementary Act.
- OC 0205249M, entitled State of Idaho, by and through Alan G. Lance, Attorney General, v. Grand River Enterprises, entered judgment, in part, enjoining Grand River from selling any cigarettes in Idaho "whether directly or through a distributor, retailer or similar intermediary or intermediaries" until Grand River takes steps to comply with Idaho law, including establishing a qualified escrow fund (as defined by Idaho Code Section 39-7802(f) of the Master Settlement Agreement Act) and certifying its compliance to the Attorney General, neither of which Grand River has done.
- 36. On June 5, 2008, the Idaho Attorney General's Office mailed a letter, certified mail, return receipt requested, to the president of Defendant Native Wholesale, Arthur Montour. The letter was sent to Native Wholesale's mailing and street addresses. A true and correct copy of this letter and of the return receipts, signed on June 9 and 10, 2008, are attached to this Verified Complaint as Exhibit A and incorporated in this Verified Complaint as though fully set forth. Among other things the letter informs Native Wholesale of the Complementary Act and of the injunction described in paragraph 35, and asks Native Wholesale to cease its sales and shipping of Grand River cigarettes to Idaho retailers. The letter asks Native Wholesale to confirm its compliance with this request.
- 37. Despite receiving the letter described in paragraph 36, Defendant Native Wholesale has continued to acquire, hold, own, possess, transport, import and/or cause to be imported for sale and distribution in Idaho Seneca and Opal brand cigarettes, in knowing

violation of the injunction described in paragraph 34 and that such sales and shipments violate the Complementary Act. Specifically, on June 13, 2008, Native Wholesale imported and/or caused to be imported for sale and distribution into Idaho 1,460,000 Seneca and Opal brand cigarettes manufactured by Grand River. On July 21, 2008, Native Wholesale imported and/or caused to be imported for sale and distribution into Idaho 1,634,000 Seneca and Opal brand cigarettes manufactured by Grand River.

38. The State is informed and believes and on that basis alleges that since at least January 1, 2004, Defendant Native Wholesale and Grand River have operated under an agreement or business arrangement by which Native Wholesale imports into the United States and distributes to persons or businesses operating on Indian land in Idaho and other states cigarettes manufactured by Grand River.

#### **VIOLATIONS OF IDAHO LAW—Consumer Protection Act**

39. By its foregoing actions, Defendant Native Wholesale's violations of the Complementary Act constitute unfair and deceptive trade practice in violation of the Idaho Consumer Protection Act, Chapter 6, Title 48, of the Idaho Code.

# VIOLATIONS OF IDAHO LAW—Cigarette Tax Laws.

- 40. Since January 2004, Defendant Native Wholesale's sales of 90 million cigarettes has been to Idaho retailers for purposes of resale.
- 41. At no time has Defendant Native Wholesale applied for nor possessed a cigarette permit as required by Idaho Code Section 63-2503(1).
- 42. By its foregoing actions, Defendant Native Wholesale has violated Idaho Code Section 63-2503(1).

## FIRST CAUSE OF ACTION—Idaho Complementary Act

- 43. The State incorporates by reference the allegations contained in the preceding paragraphs.
- 44. Defendant Native Wholesale Supply Company was notified in writing of its responsibilities as a seller of cigarettes under the Complementary Act. Specifically, Native

Wholesale was advised, in part, that the Complementary Act prohibits transporting, importing, or causing to be imported cigarettes that are not included on the Idaho Compliant Tobacco Manufacturer Directory. Despite receiving such notice, Native Wholesale has declined to stop its illegal sales into Idaho and continues to violate the Complementary Act's provisions by selling cigarette brand families manufactured by tobacco product manufacturers that are not included on the Idaho Compliant Tobacco Manufacturer Directory. Native Wholesale's tobacco sales of cigarettes of tobacco product manufacturers or brand families that are not included on the Idaho Compliant Tobacco Manufacturer Directory violate Idaho Code Section 39-8403(3) of the Complementary Act.

45. Idaho Code Section 39-8406(1) of the Complementary Act states that each sale or offer to sell of a cigarette in violation of Idaho Code Section 39-8403(3) of that Act constitutes a separate violation and provides that each sale or offer to sell, and each cigarette possessed in violation of Section 39-8403(3), shall constitute a separate violation. For each violation, the Court may impose a civil penalty in an amount not to exceed the greater of five hundred percent (500%) of the retail value of the cigarettes or five thousand dollars (\$5,000) upon a determination of violation of Section 39-8403(3).

#### SECOND CAUSE OF ACTION—Idaho Consumer Protection Act

- 46. The State incorporates by reference the allegations contained in the preceding paragraphs.
- 47. By its foregoing actions, Defendant Native Wholesale Supply Company's violations of the Complementary Act constitute unfair and deceptive trade practices in violation of the Idaho Consumer Protection Act, Chapter 6, Title 48, of the Idaho Code.
- 48. Idaho Code Sections 48-606 and 48-607 of the Consumer Protection Act state, in part, that for acts declared violations of the Consumer Protection Act, the Attorney General may seek, and the Court may:
  - A. Declare that the method, act or practice at issue violated the Consumer Protection Act.

- B. Enjoin any method, act, or practice that violates the Consumer Protection Act.
- C. Assess a civil penalty in an amount up to \$5,000 per violation of the provisions of the Consumer Protection Act.
- D. Award the Attorney General reasonable expenses, investigative cost and attorney fees.

#### THIRD CAUSE OF ACTION—Idaho Cigarette Tax Laws

- 49. The Tax Commission incorporates by reference the allegations contained in the preceding paragraphs.
- 50. Defendant Native Wholesale Supply Company has sold over 90 million cigarettes to Idaho retailers for purposes of resale without applying for nor possessing a cigarette permit as required by Idaho Code Section 63-2503(1).
- 51. By its foregoing actions, Defendant Native Wholesale has violated Idaho Code Section 63-2503(1).
- 52. Idaho Code Section 63-2519 authorizes the Tax Commission to seek and the Court to enjoin the continuance of the business of such person operating in violation of Idaho Code Section 63-2503(1).

#### REQUEST FOR RELIEF

- I. The State respectfully asks that this Court:
- 1. Find that Defendant Native Wholesale Supply Company has violated Idaho Code Section 39-8403(3)(c) of the Complementary Act.
- 2. Find pursuant to Idaho Code Section 39-8403(4) of the Complementary Act that the Defendant Native Wholesale's violations of Idaho Code Section 39-8403(3)(c) constitute unfair and deceptive trade practices in violation of the Idaho Consumer Protection Act, Chapter 6, Title 48, of the Idaho Code.
- 3. Preliminarily and permanently enjoin Defendant Native Wholesale from any future violation of Idaho Code Section 39-8403(3)(c) of the Complementary Act, pursuant to Idaho Code Sections 48-606(1)(b) of the Consumer Protection Act.

#### **VERIFIED COMPLAINT - 11**

- 4. Find that Defendant Native Wholesale's multiple violations of the Complementary Act constitute separate violations thereof; and award judgment against Native Wholesale for civil penalties in the amount of five hundred percent (500%) of the retail value of the cigarettes unlawfully sold, or five thousand dollars (\$5,000) per violation, whichever is greater.
- 5. Find that Defendant Native Wholesale's multiple violations of the Complementary Act constitute separate violations of the Idaho Consumer Protection Act; and award judgment against Native Wholesale for civil penalties in the amount of five thousand dollars (\$5,000) per violation.
- 6. Order that any profits, gain, gross receipts or other benefit derived by Defendant Native Wholesale from its violations of the Complementary Act be disgorged and paid to the state treasurer for deposit in the general fund, as provided by Idaho Code Section 39-8407(6) of the Complementary Act.
- 7. Award judgment against the Defendant Native Wholesale for all of the State's reasonable costs, expenses, and attorney's fees in bringing this action, as authorized by Idaho Code Section 39-8407(5) of the Complementary Act and Idaho Code Section 48-606(1)(f) of the Consumer Protection Act.
- 8. Award the State such other, further, or different relief, as the Court considers appropriate.
  - II. The Tax Commission respectfully asks that this Court:
  - 9. Find that Defendant Native Wholesale has violated Idaho Code Section 63-2503(1).
- 10. Preliminarily and permanently enjoin Defendant Native Wholesale from any future violation of Idaho Code Section 63-2503(1), pursuant to Idaho Code Section 63-2519.

11. Award the Tax Commission such other, further, or different relief, as the Court considers appropriate.

DATED this 14th of August, 2008.

LAWRENCE G. WASDEN ATTORNEY GENERAL STATE OF IDAHO

By

BRETT T. DeLANGE ()
Deputy Attorney General
Consumer Protection Division

**IDAHO STATE TAX COMMISSION** 

 $\mathbf{B}\mathbf{y}$ 

THEODORE V. SPANGLER, J. Deputy Attorney General State Tax Commission

## **VERIFICATION**

STATE OF IDAHO )	
County of Ada ) ss.	
in the Consumer Protection Division of	duly sworn on oath, deposes and says that she is a Paralegal of the Office of the Attorney General, that she has read the at the facts therein are true to the best of her knowledge,
	Beth A. Kittelmann Paralegal
SUBSCRIBED AND SWORN	to before me this 14th day of august, 2008.
#CASCASSASSASSASSASSASSASSASSASSASSASSASS	NOTARY Residence: Muridian, Idaho Commission Expires: 11-30-13



# STATE OF IDAHO OFFICE OF THE ATTORNEY GENERAL LAWRENCE G. WASDEN

June 5, 2008

# VIA CERTIFIED MAIL; RETURN RECEIPT REQUESTED

Arthur Montour, Jr.
Native Wholesale Supply Company
10955 Logan Road
Perrysburg, NY 14129

P.O Box 214 Gowanda, NY 14070

> Re: Notice of Apparent Liability Under Idaho law—Violations of Idaho's Tobacco Master Settlement Agreement Complementary Act (Complementary Act)

Dear Mr. Montour:

It has come to our attention that Seneca brand cigarettes manufactured by Grand River Enterprises Six Nations, Ltd. (Grand River Enterprises), imported by your company and held at the Nevada International Trade Corporation, Foreign Trade Zone #89, in Las Vegas, Nevada, have been sold and shipped at your company's direction from that location to at least one purchaser in the State of Idaho, namely War Path, North 165 Hwy 95, Plummer, ID 83851.

Idaho Code § 39-8403(3) of the Complementary Act makes it unlawful for any person to sell, offer for sale, possess, acquire, hold, own, import, or cause to import for sale or distribution in Idaho cigarettes of a tobacco product manufacturer or brand family not on the Idaho Directory of Compliant Tobacco Product Manufacturers and Brand Families (Idaho's Directory). Neither Seneca brand cigarettes nor Grand River Enterprises are listed on Idaho's Directory. Additionally, sale in Idaho of cigarettes manufactured by Grand River Enterprises, including Seneca, have been enjoined by order dated September 5, 2002, of the Fourth Judicial Court, in and for the County of Ada, State of Idaho, in the case entitled State of Idaho, by and through Alan G. Lance, Attorney General, v. Grand River Enterprises, Case No. CV OC 0205249M.



Consumer Protection Division
Len B. Jordan Building, Lower Level, P.O. Box 83720, Boise, Idaho 83720-0010
Telephone: (208) 334-2424, FAX: (208) 334-4151
(800) 432-3545, Toll Free in Idaho; TDD Accessible

Arthur Montour, Jr. June 5, 2008 Page 2

The purpose of this letter is to advise you of these violations and demand that all sales and shipping of Grand River Enterprise cigarettes, including Seneca brand cigarettes, into Idaho immediately cease. Please let me know by return letter, within the next two weeks, whether you will comply with this request. If we have not received a response from you by then confirming that you will comply with this request, the Office of the Idaho Attorney General reserves the right to bring an action to address these illegal sales.

Very truly yours,

BRETT T. DELANGE

Deputy Attorney General Consumer Protection Division

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- \* Delivered, June 09, 2008, 1:03 pm, GOWANDA, NY 14070
- Notice Left, June 09, 2008, 8:33 am, GOWANDA, NY 14070
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